

3.9 Land Use and Planning

This section analyzes the proposed project's and non-clustered scenario's potential impacts on land use and land use planning. The analysis identifies the existing and surrounding land uses, analyzes the compatibility of the project with existing land uses, evaluates the project's accordance with relevant plans and policies, and proposes mitigation measures where applicable.

3.9.1 Environmental Setting

Regulatory Framework

County of Orange General Plan

Most of the current version of the Orange County General Plan was adopted in 2005 and includes nine elements: Land Use, Transportation, Public Services and Facilities, Resources, Recreation, Noise, Safety, Housing, and Growth Management. The Safety and Housing Elements have been updated in March 2011. The General Plan provides general planning goals and policies for the unincorporated portions of Orange County. For communities requiring more specific planning and land use direction, specific plans have been created to provide goals and objectives tailored to those communities. The F/TSP provides specific goals and objectives to guide development within the F/TSP area in which the proposed project is located, and provides a greater level of detail for issues within this planning area. The F/TSP is discussed below after the General Plan's Elements.

Land Use Element

The Land Use Element of the General Plan describes objectives, policies and land use patterns for all unincorporated areas of the County. Key policies are referred to as major land use policies, which have been incorporated to guide the implementation of this Element. Those relevant to the proposed project are listed below.

Major Land Use Element Policies

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|----------|---|
| Policy 1 | Balanced Land Use - To plan urban land uses with a balance of residential, industrial, commercial, and public land uses. |
| Policy 2 | Phased Development - To phase development consistent with the adequacy of public services and facilities within the capacity defined by the General Plan. |
| Policy 3 | Housing Densities - To provide a variety of residential densities which permit a mix of housing opportunities affordable to the county's labor force. |
| Policy 4 | Land Use/Transportation Integration - To plan an integrated land use and transportation system that accommodates travel demand. |
| Policy 6 | New Development Compatibility - To require new development to be compatible with adjacent areas. |

Policy 7 Creative Design Concepts - To encourage innovative concepts which contribute to the solution of land use problems.

Policy 8 Enhancement of Environment - To guide development so that the quality of the physical environment is enhanced.

Other General Plan Elements

The proposed project is also subject to policies contained in other General Plan Elements, including the Transportation Element, Public Services and Facilities Element, Resources Element, Recreation Element, Noise Element, Safety Element and Housing Element. Applicable policies within these elements are reviewed within the corresponding section of this Draft EIR.

Foothill/Trabuco Specific Plan

The F/TSP was adopted in 1991 to guide development with goals, objectives, and land use regulations. The F/TSP encompasses 6,500 acres located within the foothills of the Santa Ana Mountains and defines three planning areas; Upper Aliso, Trabuco Canyons and Plano Trabuco. There are six plan components, including the Land Use, Circulation, Resources Overlay, Public Facilities, Recreation, and Phasing Components. The goals of the F/TSP are to preserve the rural character of the area and provide a buffer between urban development and the Cleveland National Forest; preserve biological and scenic resources; provide a circulation system and other infrastructure to support the area; ensure some development potential on individual properties and, provide equestrian and other recreational opportunities. To meet these goals, the F/TSP has outlined a range of objectives. Those objectives which are relevant to land use and planning on an area-wide basis and specific to the Upper Aliso Planning Area (within which the proposed project is located) are listed below.

I.C. Specific Plan Objectives

a. Area-Wide Objectives

1. Rural Character/Forest Buffer:

- Objective a: Utilize architectural/design guidelines to establish rural standards.
- Objective b: Provide a buffer to the Cleveland National Forest by limiting development in areas adjacent to the forest.
- Objective d: Minimize the intrusion of development and landform alteration within the viewsheds of Live Oak/Trabuco Canyon Road and Santiago Canyon Road without precluding development which blends into the natural terrain and does not require excessive landform alteration.

2. Resource Preservation:

- Objective b: Preserve significant landform features, including major ridgelines and rock outcroppings, while allowing limited development on minor ridgelines provided the development blends into the natural terrain and does not require excessive landform alteration.

Objective c: Preserve significant biological resources, including oak woodlands, riparian areas and wildlife mobility corridors.

3. Development Potential:

Objective b: Ensure that property owners have a right to develop each property through development regulations and guidelines which do not preclude development, but which to not necessarily guarantee that all existing building sites may be developed (i.e., where there are extreme public health and safety concerns) or that they may be further subdivided.

Objective d: Provide a development cap for each property based on circulation constraints. Recognize that the level of development permitted by the development cap is not necessarily achievable on each individual property and that the ultimate number of dwelling units permitted shall be dependent on compliance with the Land Use District Regulations, the Development and Design Guidelines and the Resources Overlay Component as demonstrated through area plan and/or site plan review.

Objective e: Encourage larger-lot development in resource-constrained areas.

Objective f: Allow development on hillsides and minor ridgelines provided grading for the structures and building pads is limited.

4. Equestrian/Recreational Opportunities:

Objective a: Provide for a local riding and hiking trail system which includes connections to Regional Riding and Hiking Trails as described on the Master Plan of Regional Riding and Hiking Trails of the Recreation Element of the General Plan.

b. Planning Area-Specific Objectives

1. Upper Aliso Planning Area:

Objective a: Resource Preservation: Provide a scenic highway setback from Santiago Canyon/El Toro Road and Live Oak Canyon Road.

Objective c.3: Circulation/Infrastructure: Minimize the number of access points on Live Oak Canyon Road and Santiago Canyon Road.

Objective c.4: Circulation/Infrastructure: Prohibit encroachment of development into the right-of-way reservation swaths for Santiago Canyon Road/El Toro Road and Live Oak Canyon Road. If development occurs subsequent to the selection of final alignments for these roads, development shall be located outside of, and set back from, the final alignments.

II. Specific Plan Components

Each of the F/TSP components are briefly summarized below. Components other than land use applicable to the proposed project are discussed in greater detail in the corresponding section of this Draft EIR.

II.A. Land Use Plan Component

This component reflects the range of uses permitted in the Specific Plan area. The land use categories in this component provide general information on the type, location and intensity of development. Section III, Land Use District Regulations, below, provide specific information pertaining to proposed development.

II.B. Circulation Plan Component

The Circulation Plan identifies existing public and private roads within the Specific Plan area, as well as road improvements that are necessary to support the level of development permitted by the Land Use Plan and Land Use District Regulations. The Circulation Plan also outlines requirements for safety improvements, and monitoring and roads fee programs. Santiago Canyon and El Toro Road is the nearest intersection discussed in this Component to the project site, it is approximately 0.60 mile southeast of the site.

II.C. Resource Overlay Component

The purpose of this component is to preserve and minimize impacts to significant regional resources, including wildlife corridors, oak woodlands, and streambeds. This designation provides guidelines and standards for construction and development.

II.D. Public Facilities Component

This component addresses the adequacy of existing public facilities to meet the level of development permitted by the Land Use Plan. The component addresses the following public facilities and services: circulation, water distribution, wastewater disposal, school facilities, sheriff and fire service, and library services.

II.E. Recreation Plan Component

The Recreation Plan consists of an inventory and description of the various recreational facilities within the F/TSP. The component addresses the Cleveland National Forest, regional parks, local parks, regional riding and hiking trails, local riding and hiking trails, and bikeways.

II.F. Phasing Component

The Phasing Component stipulates compliance with the requirements of the Countywide Growth Management Element and Transportation Implementation Manual. The maximum number of building permits to be approved within the three subareas of the F/TSP is tied to required transportation improvements for five phases.

III. Land Use Regulations

This section of the F/TSP provides specific information on the type, location and intensity of development permitted within each land use district. This section also provides Landscaping and Fuel Modification Regulations and Specific Plan Procedures.

III.D.8. Upper Aliso Residential (UAR) District

The UAR District within which the proposed project is located is intended for low density, single-family residential development, which is aligned with the rural character of the area. The regulations of this district intend to encourage innovative hillside community design by allowing residential development which is sensitive to the terrain and natural resources. Principal uses permitted in this District, subject to Planning Commission approval of an area plan or site development permit, include single-family dwellings, mobile homes, parks, public/private utility buildings and structures, and community care facilities serving six or fewer persons and large family day care homes.

III.D.8.2. Special Provisions

- a. The maximum number of dwelling units permitted on each property within the UAR District is indicated in the Statistical Summary included in Appendix B (of the F/TSP).

For the land use parcels that comprise the proposed project, the maximum number of dwelling units is 65 single family dwelling units. The ultimate number of dwelling units permitted on each parcel shall be dependent on compliance with the Specific Plan Components (Section II), the Development and Design Guidelines (Section IV) and is subject to approval by the Planning Commission in conjunction with an area plan, use permit or site development permit.

III.G.2. Specific Plan Procedures

- b. Amendments to Statistical Summary (Appendix B of the F/TSP)

In conjunction with the approval of an area plan, site development permit and/or use permit for the affected property/properties, the Planning Commission shall have the authority to amend the Statistical Summary (Appendix B of the F/TSP) in order to reflect the occurrence of one of more of the items listed below. In no case shall the Planning Commission approve amendments to the Statistical Summary which would result in the density cap on individual properties exceeding the density cap established in the conjunction with Specific Plan adoption. Said amendments to the Statistical Summary shall require a Specific Plan Amendment.

- 4) When two or more contiguous parcels are combined into one development project, the Statistical Summary may be amended to create a single density cap for the combined properties. Said density cap shall be the aggregate of the individual development caps for each property (established at the time for the Specific Plan adoption) and shall apply to the combined properties in total, rather than the individual parcels.

The amendments to provisions of the F/TSP that are proposed are described in Section 3.9.5, below.

Existing Conditions

The project site is located in the foothills of the Santa Ana Mountains, near the Cleveland National Forest and is within an unincorporated portion of Orange County, as shown in Figure 2.1. The project site is located north of the junction of Live Oak Canyon Road with El Toro Road, and east of Santiago Canyon Road. The site is currently vacant land, and has been intermittently used for limited grazing. Disturbances on the site include extensive burning from the 2007 wildfire and evidence of grazing activities from horses and cattle in the southern portion of the proposed site.

The project site is designated as Suburban Residential (1B) in the County of Orange General Plan, as shown in **Figure 3.9-1**. The Suburban Residential land use is defined by the Land Use Element of the General Plan as being characterized by a wide range of housing types, from estates on larger lots to attached dwelling units, such as townhomes and condominiums. This designation allows for flexibility in residential development, and allows for 0.5 to 18.0 dwelling units/acre (du/ac).

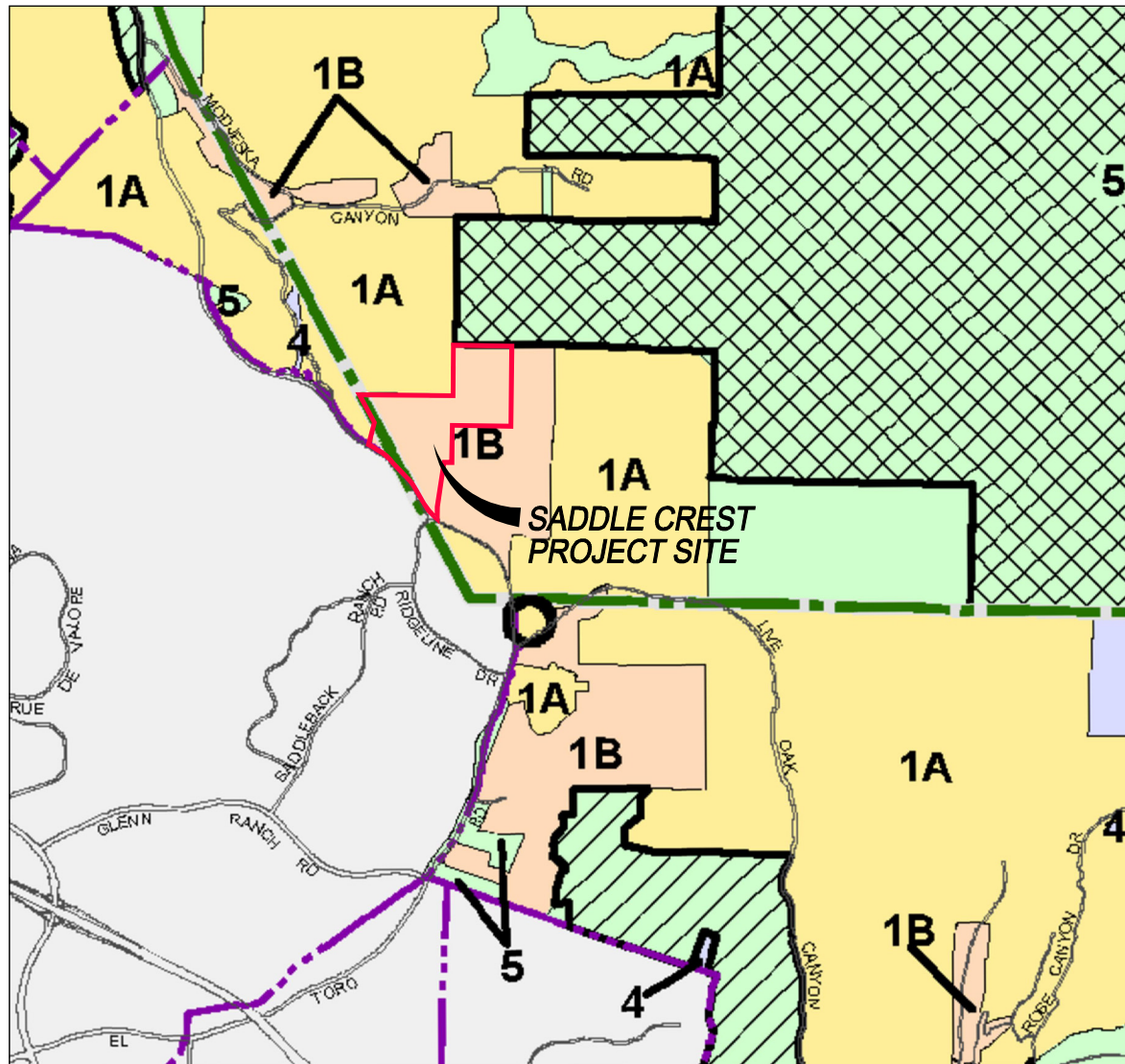
The F/TSP designates the project site as UAR, as shown in **Figure 3.9-2**, which is intended for low density, single-family residential development, and is aligned with the rural character of the area. Although the area is limited by natural terrain and biological resources, this area has a greater development potential than the other F/TSP planning areas due to the availability of water and sewer infrastructure and its proximity to Santiago Canyon Road and El Toro Road.

The majority of the proposed site also lies within the Congressional boundaries of the Cleveland National Forest Boundaries as a private in-holding. But it is not forest land, and is not managed by USFS. As a result, the regulations of the County (General Plan and F/TSP) discussed above would prevail.

Land uses in the surrounding area consist mostly of open space with some rural and suburban residential development. The Cleveland National Forest and other open space are adjacent to the project site along the northern boundary, and small residential development is located farther northeast of Santiago Canyon Road.

The Cleveland National Forest is also located adjacent to the eastern project site boundary. Further east of the site is the Watson parcel and the Saddle Creek North site. Santiago Canyon Estates (a residential development) is located south and east of the project site; Cooks Corner and St. Michael's Abbey are located further south along Santiago Canyon Road and El Toro Road, respectively.

The project site is located along the developed edge near Portola Hills (a 349-acre, 2,181 dwelling unit residential community) and Santiago Canyon Estates. The site is bounded on the west by Santiago Canyon Road and Limestone-Whiting Wilderness Park. Rancho Las Lomas, a conference and special event facility, is accessed from the west side of Santiago Canyon Road (across from the entrance to Santiago Canyon Estates).



LEGEND

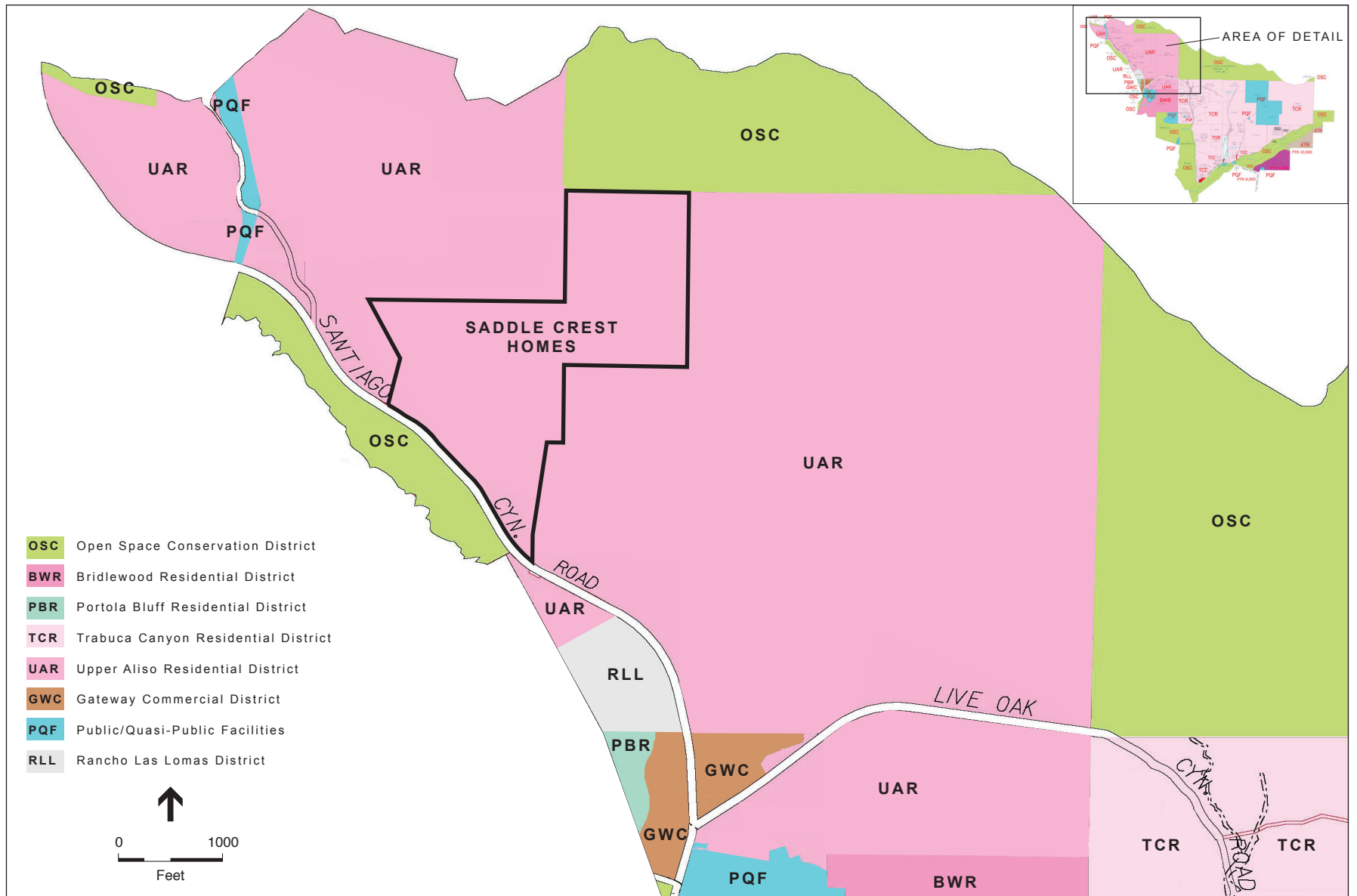
OPEN SPACE CATEGORIES

- 1A RURAL RESIDENTIAL
- 1B SUBURBAN RESIDENTIAL
- 5 OPEN SPACE
- 5 OPEN SPACE RESERVE
- CLEVELAND NATIONAL FOREST
- PROJECT BOUNDARY



SOURCE: Orange County General Plan, Land Use Element Amendment 2005-1; Hunsaker & Associates, 2011.

Saddle Crest Homes . 211454
Figure 3.9-1
 Orange County General Plan
 Land Use Designations



SOURCE: County of Orange, 2005; ESA, 2011.

Saddle Crest Homes . 211454
Figure 3.9-2
 Foothill/Trabuco Specific Plan
 Land Use Designations

3.9.2 Thresholds of Significance

According to Appendix G of the *CEQA Guidelines* and the County of Orange Environmental Analysis Checklist, a project would have a significant adverse effect on land use and land use planning if it would:

- Physically divide an established community; or
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

It was determined the in NOP/Initial Study (Appendix A.1) that neither the proposed project nor the non-clustered scenario would divide an established community, and there would be no impact. Additionally, no public comments were received regarding this threshold during the 30-day NOP/Initial Study public scoping period. Therefore, no further analysis of that significance criterion is included in this Draft EIR.

The potential for a conflict with an applicable habitat conservation plan or natural community conservation plan is discussed in Section 3.3, *Biological Resources*, of this Draft EIR, where it is determined that the proposed project or non-clustered scenario would not conflict with such a plan, and impacts would be less than significant; therefore that significance criteria is not analyzed in detail in this section.

3.9.3 Methodology

The potential impacts associated with the proposed project and non-clustered scenario are evaluated on a qualitative basis through a comparison of the existing land use and the proposed land uses, in consideration of the applicable planning goals, objectives and policies identified above. The change in the land use on the project site is significant if the effect described per the thresholds of significance occurs as a result of the proposed project. The evaluation of project impacts is based on analysis of the County's land use policies and the significance criteria established in Appendix G of the *CEQA Guidelines*, which the County has determined appropriate for this Draft EIR.

3.9.4 Project Design Features

The following project design features have been included for the proposed project and some would also apply to the non-clustered scenario. All project design features will be included in the Mitigation Monitoring and Reporting Program and will be monitored to ensure completions, in the same manner as the project's mitigation measures.

PDF-1 Open space within Saddle Crest Homes accounts for 70 percent of the project site (approximately 79.8 acres). Approximately 51 acres of that open space will be

offered for dedication to the County and is adjacent to the Cleveland National Forest, providing a forest buffer, which is a goal of the F/TSP.

PDF-2 Interior private streets have been designed to rural street standards. Depending on whether the street is dual loaded or single loaded with residential lots, the paved widths of interior streets have been designed to vary as follows:

- Single loaded streets where on-street parking is prohibited to one side of the street: Minimum paved width of 28 feet to 30 feet (measured flowline to flowline).
- Dual loaded streets with parking on both sides of the street: Minimum paved width of 36 feet to 40 feet (measured flowline to flowline).

PDF-3 The project has been designed to cluster development at the urban edge along Santiago Canyon Road where development already exists to the south and southeast.

PDF-4 The vesting tentative tract map for the project has been designed to provide easements for scenic/resource preservation purposes over Lots F-L, M, O, P, Q, R, S, T, U, V and a portion of Lot 68 to preserve the areas as open space. The project's homeowners association or a conservation organization will be responsible for the maintenance and upkeep of the open space areas in a manner meeting the approval of the Manager, OC Parks.

PDF-5 The F/TSP scenic corridor setback requirements of 100-feet from Santiago Canyon Road will be maintained. The project is consistent with the following design components of the General Plan-adopted Viewscape Typical Section: enlarged parkway, a riding and hiking trail and a lack of curbs.

PDF-6 A detailed landscape plan for the project area has been prepared by a licensed landscape architect taking into account County Standard Plans for landscape areas, adopted plant palette guides, applicable scenic and specific plan requirements, and water conservation measures contained in the County of Orange Landscape Code (Ord. No. 09-010).

PDF-11 The project has been designed to be contained within a well-defined perimeter. This proposed configuration uses similar slope gradients as the existing conditions; however, the hills will be lowered and the valleys raised. The project grading makes for a more efficient project plan while still maintaining similar topographic characteristics as the existing condition.

PDF-14 Design incorporates rolled curbs and gutters (instead of conventional curb, gutter and sidewalk).

PDF-31 Roads within the project site will be privately owned and maintained and an entry passage feature will be constructed at the project entry. The entry passage feature will be setback from Santiago Canyon Road at a distance that complies with the Orange County Standard Plan No. 1107 (i.e., a minimum of 100 feet

from the curb line of Santiago Canyon Road), to provide adequate vehicle stacking space.

PDF-38 The project has been designed to include a recreational trail for riding and hiking purposes along Santiago Canyon Road.

3.9.5 Project Impacts

Impact 3.9.1: Conflict with applicable land use plans, policies, or regulations.

Significance Standard for Impact 3.9.1: Would the project conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?

The County of Orange General Plan and F/TSP establish land use policies and regulations that are applicable to the proposed project. The *CEQA Guidelines*, Section 15125, requires that an EIR describe any “inconsistencies” with an applicable general plan, specific plan or regional plan. As demonstrated in **Table 3.9-2**, the proposed project and the non-clustered scenario are generally compatible with the policies of the General Plan and the goals and objectives of the F/TSP. The proposed project would also be in agreement with F/TSP regulations, as they are proposed to be amended.

Proposed Project

The following discretionary approvals and amendments are being requested by the applicant:

- Amendments to the F/TSP and General Plan (see below).
- An Area Plan to provide for the orderly development of the project site in accordance with the F/TSP, as amended, and County of Orange Zoning Code.
- Vesting Tentative Tract 17388 for subdivision of Saddle Crest Homes.
- Site Development Permit(s) (required prior to the approval of grading permit).
- Grading Permit(s) (required prior to the clearance of vegetation and earthwork on the project site).

In addition, the following non-County approvals may be required for the proposed project:

- Approval of Street Improvement Plans and issuance of Encroachment Permit by the City of Lake Forest for proposed improvements to Santiago Canyon Road right-of-way.
- CDFG: 1603 Streambed Alteration Agreement.
- USACOE: Section 404 Permit.
- RWQCB: Section 401 Water Quality Certification.

The General Plan and F/TSP amendments that have been proposed are summarized below:

General Plan Amendments

- Amend the Transportation Element of the General Plan, Traffic Implementation Manual, to provide that the level of service policy for Santiago Canyon Road will be implemented by evaluating peak hour volumes in relation to the physical capacity of the road using the Volume-to-Capacity methodology.
- Amend language in the General Plan relating to the F/TSP to indicate that development should be designed to maintain a buffer with the Cleveland National Forest, be compatible with adjacent areas, and be compatible with other goals of the F/TSP.
- Include a new section describing the County's role in interpreting and implementing the General Plan and Specific Plans.

F/TSP Amendments

- Acknowledge the changes that have occurred with respect to environmental planning (such as biological mitigation, fire management and hydromodification) as well as changes that have occurred in the County and to planning/regulatory documents since the adoption of the F/TSP.
- Add an objective to the F/TSP to recognize that the plan provides for alternative approaches relating to grading in order to reduce impacts to biological resources, increase on-site open space, and/or further the F/TSP's goal of providing a buffer between urban development and the Cleveland National Forest, while ensuring that major ridgelines and major rock outcroppings are preserved as provided in the Resources Overlay Component.
- Modify F/TSP provisions relating to oak tree mitigation to modify the standards governing transplantation of oak trees so that large trees removed for development need not be transplanted if they would not survive transplantation or are in poor health and to allow oak trees to be replaced under either the tree replacement scale or an approved Tree Management and Preservation Plan that would provide equally effective mitigation.
- Amend provisions of the UAR District Regulations to provide that the County has the authority to approve alternative Site Development Standards relating to building site area and grading if the development plan would result in greater overall protection of environmental resources than would result if the Development Plan fully complied with those Site Development Standards within the unamended F/TSP. This amendment would provide the ability to cluster development to better accomplish goals of the F/TSP.
- Amend a provision in the UAR District Regulations to confirm that grading is allowed during initial development in areas that will be designated as open space after completion of development.

Implementation of the County of Orange General Plan

The project site is designated as Suburban Residential (1B) in the General Plan, as shown in Figure 3.9-1. As mentioned above, the Suburban Residential land use is characterized by a wide range of housing types, from estates on larger lots to attached dwelling units, such as townhomes and condominiums. This designation allows for flexibility in residential development, and allows

0.5 to 18.0 du/ac. The project proposes 65 dwelling units. The total project site is approximately 113.7 acres. Approximately 51 acres of the northeast portion of the site would be offered for dedication to the County for open space (Project Design Feature PDF-1). The 0.57 du/ac is the result of applying the 65 dwelling units over the entire 113.7 acres of the project site. Therefore, the proposed project would be in agreement with the density restrictions of the Suburban Residential land use designation.

Additionally, as listed above, the proposed project includes amendments to the General Plan. These amendments would update the General Plan to allow for greater clarity in communicating the intent of the goals of the plan. Table 3.9-2 provides an evaluation of how the proposed project implements the goals and objectives of the County of Orange's General Plan, identified in Section 3.9.1, above. The table lists the major land use policies identified in Section 3.9.1 above, and provides analysis on the proposed projects implementation with the General Plan's policies.

Implementation with Foothill/Trabuco Specific Plan

The proposed project with the proposed amendments intends to develop a residential community that is compatible with the goals of the F/TSP including, the Area-Wide, and Planning Area-Specific Objectives listed in the Regulatory Framework section above, and summarized below:

Area-Wide Objectives

1. Preserve the rural character of the area and provide a buffer between development and the Cleveland National Forest.
2. Preserve significant landform, biological and scenic resources.
3. Ensure at least some development potential on the property.
4. Provide equestrian and other recreational opportunities.
5. Preserve scenic highways resources.
6. Provide for a circulation system and other infrastructure adequate to serve the ultimate level of development permitted

The F/TSP designates the project site as UAR, as shown in **Figure 3.9-2**. The UAR District is intended for low density, single-family residential development, which is aligned with the rural character of the area.

Seventy percent of the project site is proposed to remain open space (including remedial grading, revegetated areas, water quality basins, and fuel modification zones), as discussed in Chapter 2.0, *Project Description*, of this Draft EIR. The project includes the dedication of approximately 51 acres of the northeastern and northwestern portion of the site to the County for open space purposes (PDF-1). The project would be designed with rural street standards (PDF-2 and PDF-14), and would avoid development within a wildlife corridor in the northwestern portion of the project site by clustering development along the urban edge of Santiago Canyon Road (PDF-3). The proposed project would include a 100-foot setback from the scenic corridor of

Santiago Canyon Road (PDF-5 and PDF-31), and include a detailed landscaping plan (PDF-6) along with a well-defined perimeter and grading plan to ensure an efficient project plan with respect to the existing topography (PDF-11). With the inclusion of PDF-38 and Mitigation Measure MM 3.9-1, the proposed project would include recreational trails for riding and hiking along Santiago Canyon Road. Table 3.9-2 provides an evaluation of how the proposed project comports with goals and objectives of the F/TSP.

While several of the amendments to the General Plan and F/TSP referred to above are proposed to clarify plan language consistent with the intent of the General Plan and F/TSP, the project, as proposed, would be inconsistent with several other provisions of these plans in absence of the proposed amendments.

The amendment to the language of the General Plan's TIM provides that the level of service policy for Santiago Canyon Road would be implemented by evaluating peak hour volumes in relation to the physical capacity of the road using the volume-to-capacity (v/c) methodology rather than the Highway Capacity Manual's (HCM) Percent Time Spent Following (PTSF) Methodology. The reasons for this amendment are described in Section 3.14, *Transportation and Traffic*, of this Draft EIR.

The amendments to the F/TSP's standards relating to oak tree mitigation are necessary to bring those standards into alignment with current science-based approaches relating to mitigation for removal of oak trees. The F/TSP currently provides that any oak trees over five inches in diameter removed for development be transplanted unless it is in poor health and would not survive transplantation. In addition, those standards require oak tree replacement according to a specific scale specified in the F/TSP. The proposed amendment is designed to allow for alternative mitigation plans that would provide more effective mitigation; it would allow replacement rather than transplantation if a tree is in poor health and would allow alternative tree replacement plans to be approved.

The development plan for the proposed project provides for the developed area to be clustered on the portion of the site nearest to Santiago Canyon Road, allowing 70 percent of the site to remain as open space. The proposed development plan is inconsistent with the grading standards (limiting the total amount of grading, amount of cut and fill, and containing other grading regulations) and building site area standards (a minimum of 0.5 acre) contained in the UAR District Regulations, Sections 8.8(a) and 8.8(h). The proposed amendments to the UAR District Regulations would facilitate clustered development and allow alternative site development standards relating to grading and building site area to be approved upon a determination by the County if the development plan would result in greater overall protection of environmental resources than would occur with compliance with the existing Site Development Standards.

The proposed amendment to the F/TSP objectives is designed to recognize that the plan already provides for alternative grading standards that can be approved in a number of situations. The amendment to the Site Development Standards of the UAR District Regulations would provide another alternative that could be applied to that District.

The proposed project is consistent with the F/TSP's provisions relating to density caps. As discussed in the Regulatory Section above, Land Use Regulations include special provisions and procedures. *Section III.G.2 Specific Plan Procedures* of the F/TSP discusses the procedure to amend the Statistical Summary which defines the maximum dwelling units for the area. Specifically, this section of the F/TSP states (page III-87):

When two or more contiguous parcels are combined into one development project, the Statistical Summary may be amended to create a single density cap for the combined properties. Said density cap shall be the aggregate of the individual development caps for each property (established at the time for Specific Plan adoption) and shall apply to the combined properties in total, rather than the individual parcels.

Appendix B, *Statistical Summary*, of the F/TSP lists the following information in **Table 3.9-1** for the parcels that comprise the proposed project site.

**TABLE 3.9-1
STATISTICAL SUMMARY FROM FOOTHILL/TRABUCO SPECIFIC PLAN**

Property Name/ Owner	Existing Land Use	Maximum Dwelling Units	Land Use Designation ^a	Approximate Acreage
Austin	Residential (SFD)	8	1	14.0
Edgar (Panter Ranch)	Residential (SFD)	21	1	32.9
Schefflete (Panter Ranch)	Residential (SFD)	11	1	15.4
Seventh Day Adventist Church ^b	Residential (SFD)	25 ^b	1	51.4 ^b

^a A Land Use Designation of 1, corresponds to the following: 1.00 acres/du to 1.99 acres/du.

^b A portion of the Seventh Day Adventist Church property is included within the proposed project site. These numbers reflect a proportional amount of the dwelling units and acreage from the F/TSP.

SOURCE: County of Orange, 1991, F/TSP, Appendix B.

The dwelling units summarized in Table 3.9-1 can be combined for a single density cap for the entire development project, instead of the individual development caps for each property.

Figure 3.9-3 identifies the landowners properties and maximum dwelling units allocated. As a result, the proposed project could build a maximum of 65 dwelling units. The proposed project would build 65 homes, and would be in agreement with the F/TSP's procedure for density caps.

Impact Determination: Absent amendments to the General Plan and F/TSP, as described above, the proposed project would be inconsistent with both plans. With approval of the General Plan and F/TSP amendments, the proposed project would be consistent with both plans. Further, as discussed in other sections relating to each resource topics, and in Table 3.9-2, with implementation of the project design features (PDF-1 through PDF-6, PDF-11, PDF-14, PDF- 31 and PDF-38) and mitigation measures (MM 3.9-1, and MM 3.1-2), the proposed project would be compatible with relevant goals, objectives and other policies of those plans adopted for the purpose of avoiding or mitigation environmental impacts.

Non-Clustered Scenario

The non-clustered scenario would require the following discretionary approvals:

- An Area Plan to provide for the orderly development of the project site in accordance with the F/TSP, as amended, and County of Orange Zoning Code.
- A Vesting Tentative Tract Map for subdivision of Saddle Crest Homes.
- Site Development Permit(s) (required prior to the approval of grading permit).
- Grading Permit(s) (required prior to the clearance of vegetation and earthwork on the project site).

In addition, the following non-County approvals may be required for the non-clustered scenario:

- Approval of Street Improvement Plans and issuance of Encroachment Permit by the City of Lake Forest for proposed improvements to Santiago Canyon Road right-of-way.
- CDFG: 1603 Streambed Alteration Agreement.
- USACOE: Section 404 Permit.
- RWQCB: Section 401 Water Quality Certification.

Unlike the proposed project, the non-clustered scenario would not require any amendments to the F/TSP. This scenario adheres to the regulations set forth in the F/TSP.

Implementation of the County of Orange General Plan

As with the proposed project, the non-clustered scenario would also build 65 homes on Suburban Residential (1B) land, and would be in agreement with this land use designation. Table 3.9-2 provides an evaluation of the non-clustered scenario's implementation of the County of Orange's General Plan goals. The table lists the major land use policies identified in Section 3.9.1, above, and provides analysis on this scenarios implementation with overarching policies.

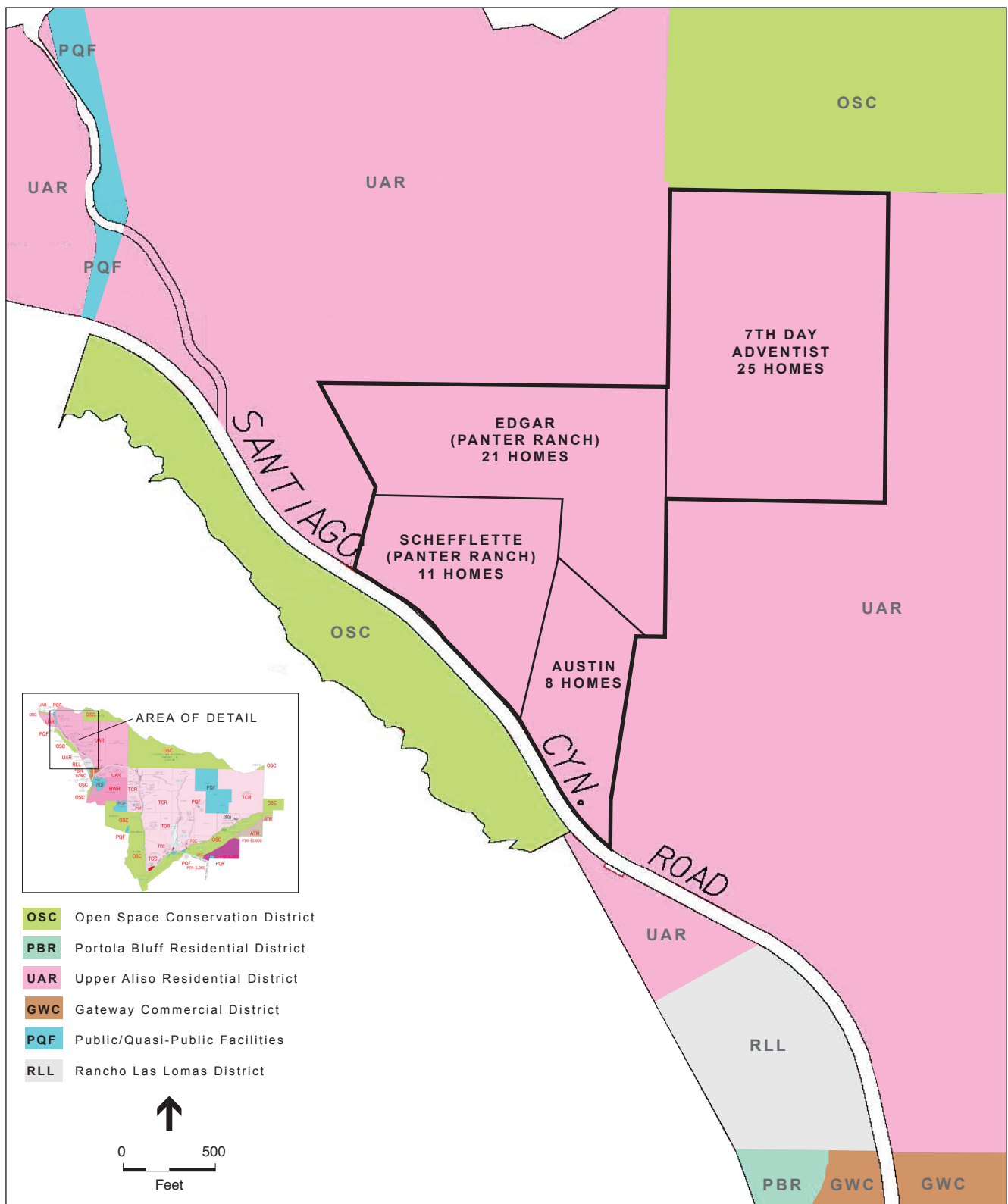
Implementation of the Foothill/Trabuco Specific Plan

This scenario adheres to the regulations set forth in the F/TSP. Table 3.9-2 provides an evaluation of how the non-clustered scenario implements the objectives of the F/TSP.

The non-clustered scenario would be designed with rural street standards (PDF-2 and PDF-14), include a 100-foot setback from the scenic corridor of Santiago Canyon Road (PDF-5 and PDF-31), and include a detailed landscaping plan (PDF-6) along with a well-defined perimeter and grading plan to ensure an efficient project plan with respect to the existing topography (PDF-11). With the inclusion of Project Design Feature PDF-38 and Mitigation Measure MM 3.9-1, the non-clustered scenario would include recreational trails for riding and hiking along Santiago Canyon Road.

Impact Determination: Absent amendments to the General Plan, as described above, the non-clustered scenario would be inconsistent with the provisions of that plan. As discussed in other sections relating to each resource topic, and Table 3.9-2, with implementation of project design

features (PDF-2, PDF-5, PDF-6, PDF-11, PDF-14, PDF-31 and PDF-38) and mitigation measures (MM 3.9-1 and MM 3.1-2), the non-clustered scenario would generally be compatible with most relevant goals, objectives, and other policies of that plan adopted for the purpose of avoiding or mitigation environmental impacts, but would not implement goals, objectives and policies relating to open space preservation, provisions of a buffer to the Cleveland National Forest, providing areas for wildlife movement, and preservation of significant biological resources to the same degree as the proposed project.



SOURCE: County of Orange, 2005; ESA, 2011.

Saddle Crest Homes . 211454
Figure 3.9-3
 Foothill/Trabuco Specific Plan
 Property Owner and Density

**TABLE 3.9-2
IMPLEMENTATION OF COUNTY OF ORANGE GENERAL PLAN AND FOOTHILL/TRABUCO SPECIFIC PLAN OBJECTIVES**

Objectives and Policies	Proposed Project	Non-Clustered Scenario
General Plan's Major Land Use Element Policies		
Policy 1 Balanced Land Use. To plan urban land uses with a balance of residential, industrial, commercial, and public land uses.	Consistent with this policy, the proposed project would introduce 65 single-family homes in an area designated for suburban residential land uses.	Same as proposed project.
Policy 2 Phased Development. To phase development consistent with the adequacy of public services and facilities within the capacity defined by the General Plan.	As discussed in Section 3.11, <i>Public Services</i> , of this Draft EIR, the proposed project would not exceed the capacity established for development in the General Plan.	Same as proposed project.
Policy 3 Housing Densities. To provide a variety of residential densities which permit a mix of housing opportunities affordable to the county's labor force.	Consistent with this policy, the proposed project would introduce 65 single-family homes in an area designated for suburban residential land uses, which would contribute to the ability for the County to meet demands for housing, particularly single-family homes.	Same as proposed project.
Policy 4 Land Use/Transportation Integration. To plan an integrated land use and transportation system that accommodates travel demand.	As discussed in Section 3.13, <i>Transportation and Traffic</i> , of this Draft EIR, the proposed project includes improvements to the transportation system to accommodate project traffic.	Same as proposed project.
Policy 6 New Development Compatibility. To require new development to be compatible with adjacent areas.	Consistent with this policy, the proposed project would introduce 65 single-family homes adjacent to other suburban residential communities. Additionally, the proposed project would include a buffer of open space between the residences and the existing open space to the north (PDF-1). Project design features would further enhance the rural characteristics of the project that would match the adjacent areas (PDF-2, PDF-3, PDF-6, and PDF-14).	Consistent with this policy, the non-clustered scenario would introduce 65 single-family homes adjacent to other suburban residential communities. However, unlike the proposed project, the non-clustered scenario would develop homes on the entirety of the 113.7-acre site, and would not dedicate open space to the north to serve as a buffer between residences and the natural environment. Instead, open space would be dispersed throughout the site, and would not provide the same amount of area for wildlife movement (see Section 3.3, <i>Biological Resources</i> , of this Draft EIR). Although the non-clustered scenario would have greater impacts when compared to the proposed project, this scenario would still be consistent with the policy.

**TABLE 3.9-2
IMPLEMENTATION OF COUNTY OF ORANGE GENERAL PLAN AND FOOTHILL/TRABUCO SPECIFIC PLAN OBJECTIVES**

Objectives and Policies	Proposed Project	Non-Clustered Scenario
<p>Policy 7 Creative Design Concepts. To encourage innovative concepts which contribute to the solution of land use problems.</p>	<p>Consistent with this policy, the proposed project would introduce new homes to the County, to meet increasing demands for housing. The project would reserve an open space area and preserve natural resources, while clustering development to the portion of the site which is near adjacent suburban, residential communities, to meet increasing housing demands (PDF-3).</p>	<p>Unlike the proposed project, the non-clustered scenario would strictly adhere to the development standards of the F/TSP, and would include development throughout the entire site, instead of concentrating it to provide a large open space area to the north. However, the non-clustered scenario would also incorporate project design features to reduce impacts such as PDF-2 to design streets with rural character, and PDF-14 to incorporate rolled curbs and gutters, and would be consistent with this policy.</p>
<p>Policy 8 Enhancement of Environment. To guide development so that the quality of the physical environment is enhanced.</p>	<p>Consistent with this policy, the proposed project would dedicate approximately 51 acres of open space to the County of Orange to preserve the natural, physical environment, and to create a buffer between development and the natural environment to the north (PDF-1). Additionally, streets would be designed with rural character (PDF-2), the development would be clustered at the urban edge along Santiago Canyon Road (PDF-3), and a setback would be provided from the scenic corridor along Santiago Canyon Road (PDF-5) and would enhance the design and reduce impacts.</p>	<p>Consistent with this policy, the non-clustered scenario includes approximately 66 percent of the site (75.4 acres) that would remain as open space. Unlike the proposed project, open space under the non-clustered would be distributed throughout the project site, which may impact more of the physical environment as compared to the proposed project. This scenario would result in more encroachment in the physical environment to the northern portion of the site. However, the non-clustered scenario would also incorporate project design features to reduce impacts such as PDF-2 to design streets with rural character, and PDF-5 to provide a setback from the scenic corridor along Santiago Canyon Road, and would be consistent with this policy.</p>
<p>Foothill/Trabuco Specific Plan Area-Wide Objectives</p>		
<p>1. Rural Character/Forest Buffer</p>		
<p>Objective a. Utilize architectural/design guidelines to establish rural standards.</p>	<p>Consistent with this objective, the proposed project is on the developed edge of the F/TSP, and includes project design features that would integrate the project with the rural character of the area. Project design features would further enhance the rural characteristics of the project that would match the adjacent areas. For example, PDF-2 would design streets with rural character, and PDF-5 would provide a setback from the scenic corridor along Santiago Canyon Road, and PDF-6 would require a landscape plan considering scenic and specific plan requirements.</p>	<p>Same as proposed project.</p>

TABLE 3.9-2
IMPLEMENTATION OF COUNTY OF ORANGE GENERAL PLAN AND FOOTHILL/TRABUCO SPECIFIC PLAN OBJECTIVES

Objectives and Policies	Proposed Project	Non-Clustered Scenario
<p>Objective b. Provide a buffer to the Cleveland National Forest by limiting development in areas adjacent to the forest.</p>	<p>Consistent with this objective, the proposed project will include approximately 51 acres of open space in the northern portion of the parcel to serve as a buffer between the Cleveland National Forest and the residential development (PDF-1). This land would be offered for dedication to the County of Orange for open space.</p>	<p>Consistent with this objective. The non-clustered scenario would preserve approximately 66 percent of the site (75.4 acres) as open space. The required open space area would serve as a buffer between residences and Cleveland National Forest. However, open space would be dispersed in smaller pockets throughout the site.</p>
<p>Objective d. Minimize the intrusion of development and landform alteration within the viewsheds of Live Oak/Trabuco Canyon Road and Santiago Canyon Road without precluding development which blends into the natural terrain and does not require excessive landform alteration.</p>	<p>Consistent with this objective. As discussed in Section 3.1, <i>Aesthetics</i>, of this Draft EIR, the proposed project would include project design features to limit impacts to viewsheds of the area, including a scenic corridor setback (PDF-5) and designing the project using similar slope gradients as existing conditions (PDF-11). Project design features, such as designing internal roads to rural standards would further enhance the rural characteristics of the project, and help blend it into the adjacent areas (PDF-2).</p>	<p>Similar to the proposed project.</p>
<p>2. Resource Preservation</p>		
<p>Objective b. Preserve significant landform features, including major ridgelines and rock outcroppings, while allowing limited development on minor ridgelines provided the development blends into the natural terrain and does not require excessive landform alteration.</p>	<p>Consistent with this objective, and as discussed in Section 3.5, <i>Geology and Soils</i>, of this Draft EIR, there are no significant landforms, ridgelines or major rock outcroppings on site. The proposed project has been designed to be contained in a well-defined perimeter (PDF-11), and uses similar slope gradients as the existing conditions to allow for grading that is more efficient and maintains similar characteristics as the existing condition. The proposed project would not impact significant landforms.</p>	<p>As discussed in Section 3.5, <i>Geology and Soils</i>, impacts to significant landforms would be minimized, and the non-clustered scenario would be consistent with this objective, however impacts would be greater than those of the proposed project.</p>

TABLE 3.9-2
IMPLEMENTATION OF COUNTY OF ORANGE GENERAL PLAN AND FOOTHILL/TRABUCO SPECIFIC PLAN OBJECTIVES

Objectives and Policies	Proposed Project	Non-Clustered Scenario
<p>Objective c. Preserve significant biological resources, including oak woodlands, riparian areas and wildlife mobility corridors.</p>	<p>Consistent with this objective and as discussed in Section 3.3, <i>Biological Resources</i>, of this Draft EIR, the proposed project would implement design features and mitigation measures to limit impacts to biological resources such as oak woodlands and wildlife mobility, through the offering of approximately 51 acres of open space (PDF-1). In addition, a Tree Management Preservation Plan has been prepared for the proposed project (PDF-7), along with tree monitoring and relocating (PDF-8), and revegetation (PDF-9). These project design features aim to preserve the site's biotic and vegetative resources to the maximum extent feasible and mitigate impacted resources through on-site and/or off-site mitigation measures to the satisfaction of the County and responsible federal and state agencies.</p>	<p>Consistent with this policy, the non-clustered scenario includes approximately 66 percent of the site (75.4 acres) that would remain as open space. Unlike the proposed project, open space under the non-clustered would be dispersed in smaller pockets throughout the site, and would potentially disrupt wildlife movement (See Section 3.3, <i>Biological Resources</i>, of this Draft EIR). This scenario would result in additional encroachment into the physical environment to the northern portion of the site.</p>
<p>3. Development Potential</p>		
<p>Objective b. Ensure that property owners have a right to develop each property through development regulations and guidelines which do not preclude development, but which to not necessarily guarantee that all existing building sites may be developed (i.e., where there are extreme public health and safety concerns) or that they may be further subdivided.</p>	<p>The proposed project would be consistent with this objective. The proposed F/TSP amendments would not compromise the intent of the F/TSP's objectives. In fact amendments to the F/TSP would include updated information on County planning/regulatory documents since the adoption of the F/TSP, and would provide the ability to cluster projects to better accomplish the goals and objectives of the F/TSP.</p>	<p>Same as proposed project.</p>
<p>Objective d. Provide a development cap for each property based on circulation constraints. Recognize that the level of development permitted by the development cap is not necessarily achievable on each individual property and that the ultimate number of dwelling units permitted shall be dependent on compliance with the Land Use District Regulations, the Development and Design Guidelines and the Resources Overlay Component as demonstrated through area plan and/or site plan review.</p>	<p>Consistent with this objective, the proposed project includes amendments to the F/TSP which do not affect the development cap associated with the land use parcels that constitute the project site. Please see the discussion under <i>Implementation with Foothill/Trabuco Specific Plan</i> in Section 3.9.5.</p>	<p>Same as proposed project.</p>
<p>Objective e. Encourage larger-lot development in resource-constrained areas.</p>	<p>Consistent with this policy, the proposed project would develop 65 single-family residences on lots with an average size of over 17,000 square feet.</p>	<p>Same as proposed project.</p>

TABLE 3.9-2
IMPLEMENTATION OF COUNTY OF ORANGE GENERAL PLAN AND FOOTHILL/TRABUCO SPECIFIC PLAN OBJECTIVES

Objectives and Policies	Proposed Project	Non-Clustered Scenario
Objective f. Allow development on hillsides and minor ridgelines provided grading for the structures and building pads is limited.	Consistent with this objective, and as discussed in Section 3.5, <i>Geology and Soils</i> , of this Draft EIR, the proposed project would be consistent with this objective. Additionally, the project has been designed to be contained in a well-defined perimeter, and uses similar slope gradients as the existing conditions to allow for grading that is more efficient and maintains similar characteristics as the existing condition (PDF-11).	Similar to the proposed project.
4. Equestrian/Recreational Opportunities		
Objective a. Provide for a local riding and hiking trail system which includes connections to Regional Riding and Hiking Trails as described on the Master Plan of Regional Riding and Hiking Trails of the Recreation Element of the General Plan.	Consistent with this objective, and as discussed in Section 3.13, <i>Recreation</i> , of this Draft EIR, the proposed project would enhance the riding and hiking trail on Santiago Canyon Road along the project boundary and increase the riding and hiking path to 16 feet wide (PDF-38).	Same as proposed project.
Foothill/Trabuco Specific Plan Planning Area - Specific Objectives		
Upper Aliso Planning Area:		
Objective a. Resource Preservation: Provide a scenic highway setback from Santiago Canyon/EI Toro Road and Live Oak Canyon Road.	Consistent with this objective, and as discussed in Section 3.1, <i>Aesthetics</i> , of this Draft EIR, the proposed project would comply with the F/TSP scenic corridor setback requirement of 100-feet from Santiago Canyon Road (PDF-5).	Same as proposed project.
Objective c.3. Circulation/Infrastructure: Minimize the number of access points on Live Oak Canyon Road and Santiago Canyon Road.	Consistent with this objective, the proposed project would only propose one access point from Santiago Canyon Road.	Same as proposed project.
Objective c.4: Circulation/Infrastructure: Prohibit encroachment of development into the right-of-way reservation swaths for Santiago Canyon Road/EI Toro Road and Live Oak Canyon Road. If development occurs subsequent to the selection of final alignments for these roads, development shall be located outside of, and set back from, the final alignments.	The proposed project would be consistent with this objective, PDF-5 and PDF-31 explain the 100-foot setback from Santiago Canyon Road. PDF-14 also requires rolled curbs and gutters, as opposed to conventional curb, gutter, and sidewalk).	Same as proposed project.

3.9.6 Cumulative Impacts

As shown in the Table 2.2 and in Figure 2.15, seven projects are proposed for development within the F/TSP planning area, and in the vicinity of the project site. The F/TSP planning area is considered the geographic area in which cumulative effects to land use and planning could occur. These projects include Cook's Corner, Watson Parcel, Saddleback Meadows, Red Rock Chateau, Crocker Property, Giracci Vineyard, and Rancho Las Lomas. While the surrounding area is still relatively rural in nature, the proposed project and the non-clustered scenario would contribute to a cumulative influence on proposed land uses in and around the project sites. However, the land use character would continue to remain rural, with low density development that incorporates the goals of the F/TSP.

The anticipated project impacts in conjunction with cumulative development in the project area would increase development and result in the loss of vacant, undisturbed properties, which have not been developed in the foothills region of the County. Potential land use impacts are site-specific and require evaluation on a case-by-case basis. This is true with regard to land use compatibility impacts, which are generally a function of the relationship between the interactive effects of a specific development site and those of its immediate environment. Therefore, neither the proposed project nor the non-clustered scenario would have a cumulatively considerable impact regarding land use.

All other cumulative projects would be required to undergo environmental review, in accordance with the requirements of CEQA. Each cumulative project would also be required to demonstrate consistency with all applicable planning documents governing their respective project sites, including the County of Orange General Plan, and appropriate Specific Plans. Therefore, neither the proposed project nor the non-clustered scenario, in conjunction with all related projects, would create a cumulatively significant impact with regard to land use. Cumulative impacts would be less than significant.

Impact Determination: Neither the proposed project nor the non-clustered scenario, would contribute to a cumulatively significant impact with regard to land use. Cumulative impacts would be less than significant.

3.9.7 Mitigation Measures

- MM 3.9-1** Prior to the recordation of an applicable subdivision map, the subdivider shall:
- Irrevocably offer a recreation easement for riding and hiking trail purposes in a location and in a manner meeting the approval of the Manager, OC Parks. The subdivider shall not grant any easement(s) over the property subject to the recreation easement unless such easements are first reviewed and approved by the Manager OC Parks.

- Design the necessary improvements for the trail, including, but not limited to grading, erosion control, signage, fencing, and a grade-separated crossing, as applicable, in a manner meeting the approval of the Manager, OC Parks.

3.9.8 Impact Determination

Absent adoption of the proposed amendments to the General Plan and F/TSP, the proposed project would conflict with those plans as described above. Absent adoption of the proposed amendments to the General Plan, the non-clustered scenario would conflict with that plan as described above. The proposed project would be compatible with goals, objectives and policies of those plans relating to environmental protection, while the proposed project would also advance some of those provisions to a greater degree than the non-clustered scenario.

Neither the proposed project nor the non-clustered scenario would contribute to a cumulatively significant impact with regard to land use. Cumulative impacts would be less than significant.